

Integrating Transport

Professor David Begg
Chairman of the Commission for Integrated Transport

SOCIAL MARKET FOUNDATION
February 2004

First published by The Social Market Foundation, 2004

The Social Market Foundation
11 Tufton Street
London SW1P 3QB

Copyright © The Social Market Foundation, 2004

The moral right of the authors has been asserted.

All rights reserved. Without limiting the rights under copyright reserved above, no part of this publication may be reproduced, stored or introduced into a retrieval system, or transmitted, in any form or by any means (electronic, mechanical, photocopying, recording, or otherwise), without the prior written permission of both the copyright owner and the publisher of this book.

Design and typesetting by Beaufort 5

This paper is based on CfIT's Second Assessment Report on progress with delivering the Ten Year Transport Plan, which was published in July 2003, before the Commission was given its current remit.

CONTENTS

INTRODUCTION	6
1. KEEPING FAITH WITH INTEGRATED TRANSPORT	9
Mobility versus accessibility	10
2. 10 YEAR TRANSPORT PLAN OUTCOMES – PROGRESS SO FAR	12
Supporting economic growth	12
Congestion, the national perspective	15
Urban congestion	16
Social inclusion and the costs of travel	17
Reducing pollution	19
3. AGENCIES AND GOVERNMENT STRUCTURES	22
Strategic road network	22
Local government	22
Rail	25
Government structures	28
4. CONCLUSIONS	31
APPENDIX: Progress against 10 Year Plan Targets and Indicators	34

INTRODUCTION

Transport has been Central Government's Cinderella for more than two generations. Comparisons of our progress with our European neighbours make salutary reading. In many cases in the past, our programme has been more noteworthy for what we have failed to do than what we have achieved.

Decisions to build our only international line - the newly opened first half of the Channel Tunnel rail link - were not even taken until two years after the tunnel itself has already opened. Another example of too little, too late and it is this lack of strategic vision that has set us apart from the continent. It is to this Government's credit that, from the start, it has been determined to change that.

Since 1997, we have seen some political big hitters take over the portfolio, recognition of the essential link between planning and transport for regional decision-making, a 10 Year Plan, a Transport Act and a major boost to transport funding.

But there has been some muddle and chaos along the way. From the outset of Labour's first term, the then Secretary of State for Transport, Rt. Hon. John Prescott, had a radical vision for the kind of transport system needed in Britain. It was the right vision then and it remains the right one now. But for some in the Cabinet, revolutionising the way we travel was not a political priority and so support for the sustainable transport agenda was not as forthcoming as it should have been. As a result, transport policy stayed way down on the funding and legislative queue and delivery of the radical vision was stuck in the starting gate. The will was there but Ministers lacked the means.

And there has been precious little stability or continuity – essential ingredients for delivering rapid progress. 1997 dawned with a Department of Transport only for it to change over five years successively to the Department of Environment, Transport and the Regions; the Department of Transport, Local Government and the Regions, and the to the current Department for Transport.

In the past six years, seven different Ministers have represented transport in the Cabinet. This is not the stuff of progress.

These new departments and new Ministers have successively had to face up to worsening traffic congestion, shortage of runways and airspace, lack of

delivery by local authorities and badly run down rail infrastructure, matched by soaring costs.

In 1998 the Integrated Transport White Paper (ITWP) formally recognised the importance of reducing the need to travel, establishing effective integration of transport planning and demand management, improving public transport and reducing our dependence on the car.

The ITWP also recognised that transport infrastructure investment and service development were essential to delivering wider policy objectives, such as environmental improvement, regeneration, urban renaissance, health, social inclusion and economic growth, as well as traditional transport objectives, such as congestion reduction and casualty reduction.

At last, Government was formally rejecting the idea that it was sensible to build more roads without reference to other services or, critically, without consideration of demand-management measures. For the future, sustainable mobility had to have long-term stable finance, the right delivery structures and the nerve to see through important but politically sensitive measures. Even for a confident new government some hard choices were already on the horizon.

Some radical policies were put forward that have proved rather more difficult to deliver in practice. However, as essential elements of a genuinely integrated transport system, the White Paper principles were and remain fundamentally correct.

In 2000 the new approach was enshrined in the 10 Year Transport Plan (10 YTP), which represented a step change in funding for transport to provide for long-term stability of investment. It also established a framework for action with measurable targets that, if achieved, would not only improve our transport system but also change the economics of transport provision.

There is little doubt that once it realised that some targets were over-ambitious and in the face of some difficult events (the aftermath of the Hatfield crash and the fuel protests) the Government, for a time, lost focus on its integrated transport policy and lost its nerve on the need for demand management.

The new DfT was in crisis when Alistair Darling arrived; beset daily by debilitating headlines about the state of the transport network and the antics of its spokesmen. Railtrack was in administration and Network Rail was some way off. His predecessors had been behind the barricades afraid to engage in the issue of congestion charging – and at times were actively hostile to it.

Under Alistair Darling's stewardship calm has been restored. There is more realism about what is achievable and some timescales are being reassessed. He has made clear that we need to get the basics right before we can start to deliver improvements. On the railways there is a need to cut costs and start delivering what the passenger wants – trains that run on time, good passenger information, helpful staff and clean carriages. On the roads there is the need to manage traffic flows in the short-term, while assessing longer term policy options.

Encouragingly, however, there is no major change in belief about what needs to be done or the difficult decisions that need to be taken. And following the bold and successful boost to the principle of road pricing in London, there is a renewed recognition of the need for demand management as well as investment.

The Government's review of the 10 Year Plan is an opportune moment not only to review Government progress in delivering its transport promises but also to re-focus on the key issues that still need to be resolved.

This paper is based on CfIT's Second Assessment Report on progress with delivering the Ten Year Transport Plan, which was published in July 2003, before the Commission was given its current remit.

1. KEEPING FAITH WITH INTEGRATED TRANSPORT

Circumstances have clearly changed since the Integrated Transport White Paper (ITWP) was published. Transport policy has had to adapt to accommodate new demands and priorities. Its principles may have been roughed up a bit but they remain robust and still provide an effective reference for transport policy.

The ITWP properly focuses on the need to improve access to key services while reducing the need to travel. However, the Department for Transport's pragmatic progress report, *Delivering Better Transport*, published in December 2002, gave more mixed messages, with sustainable development considered separately, rather than as a thread running through the document.

For the strategic road and rail networks, the current focus is on the need to meet travel demand by delivering schemes that will remove bottlenecks and reduce congestion. However, local transport is set in the context of the need to improve accessibility to key services (especially by public transport). While these approaches are not necessarily incompatible, it is important that these key elements of the strategy should be brought together.

Encouragingly, the Secretary of State for Transport at a congestion charging seminar in June 2003 emphasised the need for a radically different look at how to manage the road system. He followed this by the setting up of a feasibility study into the introduction of road charging.

Pragmatically dealing with bottlenecks and reducing congestion may be a priority, but it is vital not to lose momentum on measures for reducing car dependency. That's why the Government's feasibility study is so important. The prospect of widened roads simply filling up again with traffic is unthinkable and runs totally counter to the long-term aims and objectives for a sustainable, integrated transport network by facilitating more dispersed trip patterns. This would lead to greater car dependency, reduce further the ability of public transport to meet patterns of demand and exclude further those without access to a car. As it reviews the 10 Year Transport Plan, it is important for the Government to refer back to the ITWP source and focus on integration as well as provision.

Mobility versus accessibility

Integrated transport is all about improving accessibility to goods and services through better integration of transport with other policy areas such as land use planning, health and education. This principle was at the core of the ITWP.

Sustainable accessibility can be defined as the ability to interact socially, to work or make use of goods and services, while reducing car dependency through land-use planning, availability of better quality public transport services and, as emphasised in the 10 Year Transport Plan, making better use of the existing capacity. Mobility on the other hand can be seen as freedom of movement prioritised above other objectives.

It can be argued that the ITWP was aimed at improving accessibility rather than increasing mobility, though reducing the overall amount of travel was not a stated objective, except in areas where pollution problems are particularly acute, where it sought an absolute reduction in traffic to address environmental concerns.

The 10 Year Transport Plan does focus on reducing the negative effects of too much travel, especially congestion and pollution. The vast majority of travel will continue to be by road, not least because of the relative convenience and attractiveness of the private car - as the Government's Progress Report rightly points out. Yet it is important to recognise the positive impact that can be achieved by encouraging behaviour change at the margins by the use of new and refocused policy measures. For example, relatively small shifts in traffic flow can significantly reduce congestion, especially in city centres – as congestion charging in London has shown. This approach should be a central element of the overall plan to deliver the Government's promise to consider measures necessary to tackle the problem of congestion.

The Commission, in its advice on national traffic targets (published in 1999), concluded that over time it should be possible to reduce traffic in the areas where most people live, i.e. the more densely populated urban areas. The report went on to recommend that the Government should work in this direction. I believe that this is still a realistic policy aim.

A strategy based on improving the accessibility of services has the advantage of making more efficient use of the existing transport network. It emphasises modal shift and reduction in journey length, rather than increasing mobility, with its attendant increase in longer, single-occupant car journeys.

Focusing on access to key services importantly recognises that communities and essential services have become more dispersed, requiring people to travel

further. This puts people without access to private transport at a disadvantage and increases the need for alternative provision - usually at a cost to the public sector.

The report on transport and social exclusion published by the Social Exclusion Unit (SEU) in February 2003 clearly highlighted the fact that, historically, key services (such as hospitals, shopping centres, schools, etc) have been developed with insufficient attention to accessibility (especially for non-car-owning households). There is a harmful fragmentation of responsibilities for policy on health, learning and work: it also found that no single department is in charge of improving access to these services. Government departments must recognise that transport can no longer be seen merely as an adjunct to their objectives (such as parental choice in education or centralisation of healthcare services).

The SEU findings rightly address issues that transport policy has to accommodate, specifically the provision of alternatives to the car. Access to key services needs to be addressed explicitly across Government departmental boundaries as part of the 10 Year Transport Plan roll-forward. It will not be easy for the Government to strike the right balance between improving quality of life for everyone and meeting people's need or desire to travel. However, a focus on accessibility must be central to its actions.

By providing a tactical framework for delivering the ITWP's strategic objectives, the 10 Year Transport Plan represented a major step forward. Particularly important was the longer-term commitment to increased levels of funding, addressing problems by appraising options across all modes, and the recognition that specific targets were necessary to have an impact on congestion. So, three years on, how successful has the approach been in delivering these targets?

2. 10 YEAR TRANSPORT PLAN OUTCOMES – PROGRESS SO FAR

The Commission for Integrated Transport's detailed checklist of overall progress on delivering key 10 Year Transport Plan targets, published in July 2003, is set out in the Appendix.

Supporting economic growth

The additional funding that has gone into transport since publication of the 10 Year Transport Plan (10YTP) is welcome, as is the knowledge that it represents a long-term commitment to sustain these new levels of investment. For example, capital expenditure on heavy rail has tripled in the last two years (from £900m in 2001/02 to £2.7bn in 2003/04). It is vital that the level of funding envisaged is maintained over the full plan period and beyond to provide a transport network capable of supporting sustained economic growth.

There is no doubt that it is difficult to cut traffic at a time of economic growth. This only serves to highlight the need to address the historic relationship between traffic growth and economic growth (*traffic intensity*). In delivering sustainable economic growth, the Government and others must tackle head-on the need to facilitate economic growth while reducing car dependency. Recent trends are encouraging: between 1992 and 2001, gross domestic product (GDP) exceeded traffic growth by 1-2% per annum, i.e. the relationship between GDP and traffic growth fell below unity (where a 1% increase in GDP equates to a less than 1% increase in traffic). However, early indications are that this trend was not continued in 2002. Traffic growth is once again outstripping economic growth, emphasising the need to continue focusing on traffic intensity.

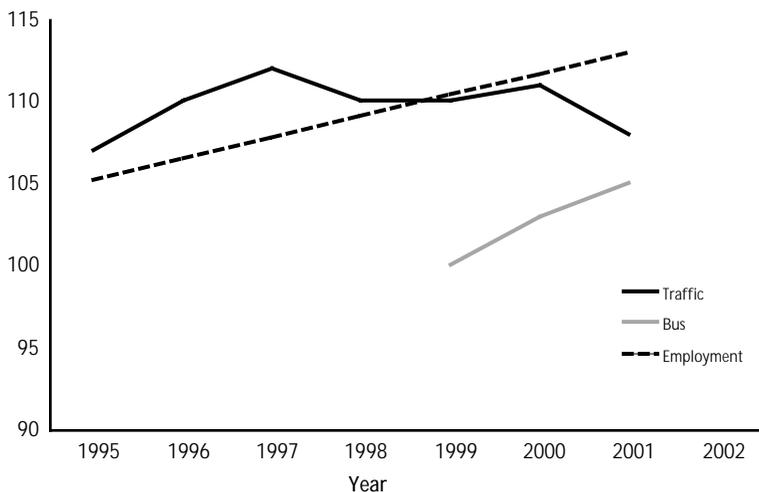
At the local level, some real progress is being achieved in several areas (particularly Nottingham and York), where levels of traffic are dropping against a background of continued economic growth. This shows what can be achieved with progressive integrated policies, both large scale projects and small scale local initiatives.

It is essential to research further into the cumulative effects of small scale and so called 'soft' measures, such as workplace travel plans, bus improvements, cycle schemes and targeted travel marketing, were they to be

applied as a co-ordinated package. Evidence suggests that, if deployed intensively, comprehensive, small-scale “soft” measures could reduce car travel demand by between 5% and 10% nationally, rising to between 12% and 26% in the urban areas in the peaks.

There will, however, still be a need for some additional capacity on the road network. The question for Government, in taking strategic road investment

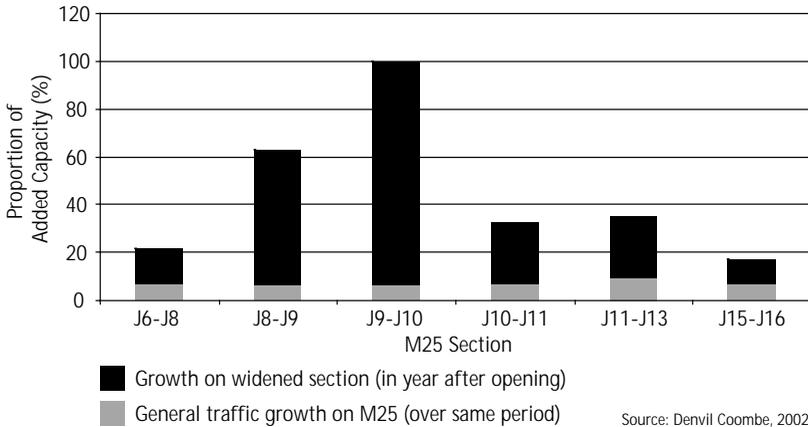
Nottingham Transport and Economy



decisions, will be how to sustain the service improvements that investment brings (shorter journey times and more reliable journeys) into the longer term. Evidence suggests that widening roads in congested areas, without complementary demand management measures, leads to short-term gains that are soon eroded by demand growing to fill the extra capacity. For example, studies of the M25 have shown that extra capacity would reduce traffic levels on the motorway by only one or two year's traffic growth at most.

CfIT's paper on delivery of the multi-modal studies (MMS) contended that the adoption of well-designed, demand management measures is central to the successful delivery of MMS recommendations. The RAC Foundation report, *Motoring towards 2050*² concludes that we cannot remove or even reduce congestion through road building alone, and that some element of demand management through pricing will be necessary.

Historic impacts on traffic flows of widening the M25



In principle, all transport modes should cover their external costs and it is good to see Government’s policy extending this principle to the aviation industry. The major question that needs to be addressed is whether motorists are in fact covering their costs and, if they are not, what policy levers are necessary to redress this balance. While this is an area of some uncertainty research by ITS Leeds for the Department for Transport³ suggests some motorists are paying too much while others are not paying enough. For an integrated transport policy to be effective, drivers should pay the marginal costs that they impose on others through their road use, such as congestion, pollution and noise. Under the current motoring tax regime rural motorists and users of quiet, uncongested roads are effectively subsidising those who drive in peak periods on congested roads.

The current form of road taxation, principally VED and Fuel Duty, is a crude mechanism for reducing congestion – the major external impact of road vehicles. Fuel Duty is a lever that is able to impact on fuel efficiency and the total volume of travel. But it is a blunt instrument that affects almost equally those who cause congestion and those who don’t. Vehicle Excise Duty (VED) is an ownership tax and, while recent Budget adjustments have helped to reduce engine sizes within the car fleet, it does not address vehicle mileage. In fact, it is changes to the legislation regarding company car taxation, as much as anything, that have promoted the use of smaller vehicle engines, as well as a shift towards more diesel vehicles.

Controlling the hitherto unstoppable growth in congestion and redressing the unfairness that are features of the current motoring tax system requires the introduction of demand management measures that bring home directly to road users the cost of the congestion they cause.

Congestion, the national perspective

In 2002, the Commission for Integrated Transport outlined the key elements of a comprehensive road-pricing scheme. The projected results would show a cut in traffic congestion nationally by up to 44% (as measured by DfT) - without adding an extra penny to total motoring taxes.

Under the CfIT approach all the revenue from charging would be used to reduce fuel duty and to abolish vehicle excise duty (VED) and, although satellite-based charging would be introduced nationally to cover all vehicles, only on the busiest roads would a charge be paid and even then only at the busier times of day. Where there is no congestion, there would be no charge.

The net result would be a significant fall in motoring costs for those using quieter roads, such as rural motorists or urban drivers travelling at off-peak times. For those using the busiest roads at peak times there would be the benefit of shorter and more assured journey times - something of value in return for paying extra in charges.

Putting a daily price on the benefit of driving on valuable road space – as London has shown – makes us consider whether our journey is really necessary, whether we need to travel when its busy and, if the journey is important, whether driving is the best way of making it.

The CfIT proposals represent a medium to long-term solution that requires much work in the short-term on several related issues :

- The legal implications of the scheme (human rights legislation, compatibility with the Euro, local authority permission and data protection)
- Technology options (in terms of cost, value added services for road users and identification of genuine appeals against charging errors)
- Economics (impact on different social groups, compensation for individuals adversely affected, optimum charges)
- Regional issues (parking restrictions, location decisions, roads under jurisdiction of devolved administrations)
- Implications for other modes

- Public acceptability
- Use of revenue (taxation reduction, transparency, lump sum rebates)
- Organisational structure (public utility, setting of charges, maintenance levels, investment in additional capacity)
- Wider implications (land use, safety, environmental concerns)
- Treatment of overseas vehicles

Gaining public acceptance will take time and is unlikely to be easy. Much needs to be done before a national road pricing scheme could be introduced, not least the essential improvements in public transport that were presaged in the 10 Year Transport Plan.

The atmosphere surrounding the charging debate has changed dramatically since the London scheme is introduced. It is welcome that the Prime Minister has also raised the issue of congestion charging in his recent policy pamphlet⁴ and recognised the early success of the London scheme.

The Government needs to remain at the forefront of the debate as these issues are raised with the general public. Encouragingly, the Secretary of State for Transport, Alistair Darling is now actively considering the principle of charging for road use - he announced a feasibility study into road pricing in July 2003 - as he accepts that we cannot continue to build our way out of trouble.

Without measures to deal with the widening gap between the cost of private and public transport through changes to the current motoring tax regime and increases in subsidy for the bus industry, it is questionable whether any congestion reduction target can be met against continuing economic growth.

For the reasons set out above, a fundamental review of how motorists pay to use the road network, focusing on payment at the point of use, is a prerequisite for balancing supply and demand.

Urban congestion

A key element of the 10 Year Transport Plan is the need to reduce congestion in urban areas through the effective introduction of urban demand management measures. The London and Durham initiatives have shown that, politically and technically, it is possible to introduce urban congestion charging schemes as part of a much broader package of measures aimed at improving the quality of life. While recognising that it remains too early to draw any firm

conclusions, the London scheme, in particular, appears to be working far better than most expected, showing what can be achieved through appropriate pricing signals. It has also shown that effective change can be introduced successfully in the face of hostile media comment.

The key underlying principle is to aim to reduce the traffic intensity of economic growth, allowing economic activity to flourish while minimising the attendant growth in traffic. Achieving this will be a considerable step on the way to delivering sustainable economic growth.

Social inclusion and the costs of travel

62% of households in the lowest income quintile do not own a car and it is the bus that can offer the quickest and most cost effective solution to dealing with this kind of social exclusion. However, while buses carry about five times the number of passengers as rail and delivers far greater social inclusion benefits, rail and bus receive similar levels of subsidy. It is hardly surprising then that progress towards delivering increased bus patronage has been mixed.

While the removal of the fuel duty escalator in the 2000 Budget and the expected return (in the medium term) of crude oil prices to lower than current levels, coupled with improved car specifications and fuel efficiency, look certain to reduce further the real cost of motoring. At the same time, duty on petrol and diesel has fallen in real terms since 2000 by about 6p per litre, bus fares have increased by approximately 3% above inflation, and rail fares are being reviewed against a worse than anticipated operating environment - with the prospect of fares rising by 1% above inflation. This has widened the gap between the cost of motoring and public transport fares.

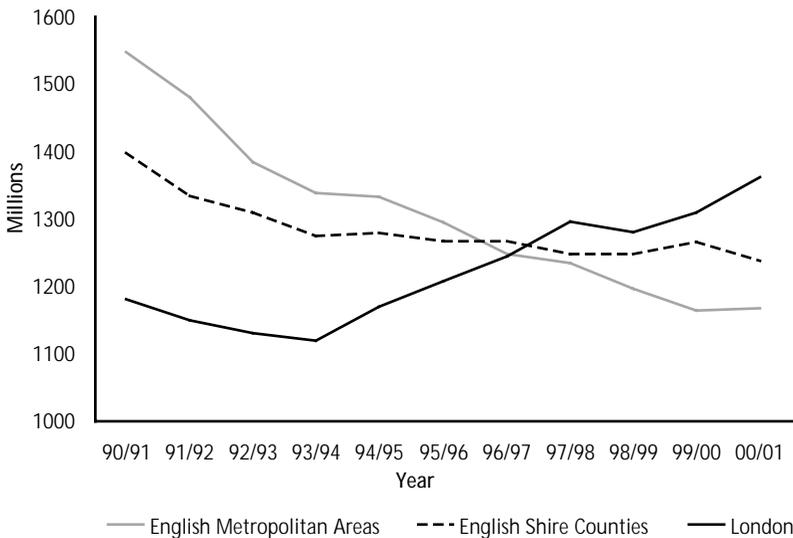
In London the Mayor has developed a pro-bus strategy to complement the introduction of congestion charging. As a result, patronage is growing strongly, albeit at an increasing cost to the public purse. Good progress is also being made in some other urban areas, such as Brighton, York and Cambridge. There are also examples of innovative thinking and good practice in rural bus provision, such as Cornwall. However, the national picture (excluding London), continues to show a slow decline.

The Social Exclusion Unit pointed out that in reviewing priorities in the 10 Year Transport Plan it must be recognised that the spend profile of the current 10 Year Transport Plan is skewed in favour of those who travel most, i.e. those in the upper income quintiles. This is a key issue in reviewing the balance of expenditure - of which 38% will benefit the highest income quintile, the same

proportion as that received by the three lowest income quintiles put together. This is, in part, because those in the wealthiest group also make twice as many journeys and travel three times further than low income groups.

However, imbalance in the weighting of spending on different modes is highlighted by the fact that households in the poorest quintile make three times as many journeys by bus as those from the richest quintile, yet public expenditure on bus services is less than half that on railways.

Bus Passenger Journeys by Area Type – England 1990/91 to 2000/01



The Government is currently reviewing public subsidy for the bus industry and CfIT's report on best value (*Public Subsidy for the Bus Industry* - December 2002) produced far-reaching recommendations. The bus needs to be assisted in competing effectively with the car and a key issue, as noted above, will be the comparative cost of motoring and bus fares. The UK bus industry receives the lowest subsidy in Europe, meeting 68% of its operating costs through fares and other commercial sources¹. More public subsidy is needed to support the bus industry and should be targeted to deliver most effectively the Government's transport priorities of relieving congestion and countering social exclusion if faster progress is to be made.

Unless we bring better incentives and more public funding to the bus sector we will miss the best and cheapest opportunities for improving accessibility for those without a car and for providing travel alternatives to those that own a car. CfIT's bus subsidy recommendations, if implemented in full, offer a way to reverse the historical decline in bus use and improve social inclusion.

If transport barriers to social inclusion (particularly the growing differential between private and public transport costs) are to be overcome, **the bus industry must have more public subsidy, targeted to best relieve congestion and to counter social exclusion. The extra spend should be focused on growing patronage, improving access to key services and reducing fares to the full range of socially excluded groups.**

Reducing pollution

The UK is making good progress both nationally and locally to ensure that it meets its commitments under the Kyoto Protocol to reduce greenhouse gas emissions to 12.5% below 1990 levels by 2008-12. The UK is one of the few EU member states on course to meet this target. Local air pollution emissions of NO_x and PM₁₀ continue to fall, driven by the impact of progressively tighter EU legislation and improvements in vehicle and fuel technology. The Government expects to meet its objective for NO_x for 2005 and PM₁₀ for 2010 over most of the country.

The existing voluntary agreements between the European Commission and motor manufacturers have been successful in reducing CO₂ emissions from cars. Assuming the voluntary agreement targets are met, there will be a 25% increase in new car fuel efficiency over 1995 levels by 2008, when the existing agreements run out. However, these agreements relate only to cars. They exclude lorries and buses, which contribute a disproportionate amount to the total CO₂ emissions. Figures from 2001 show that Heavy Goods Vehicles (HGVs) buses and Light Goods Vehicles (LGVs) contributed nearly 40% of CO₂ emissions, while making up about 12% of the vehicle stock.

More action is needed to reduce emissions from these vehicles (in particular LGVs which, based on outputs from the previous version of the DfT National Traffic Model, are forecast to increase from 4.2 MtC in 2000 up to 5.6 MtC by 2020). For example, in 2002/03, only £1.13m of grants was paid from the Department's Clean Up Haulage Fund, for the retrofitting and/or purchase of cleaner HGVs. The policy is in place, but take-up is not encouraging.

Carbon Emissions (Ktonnes)

	2000	2001
Buses	1,065	989
Lorries	7,564	7,712
Cars	19,824	19,526
LGVs	3,426	3,481
M/Cycles	132	141
Total	32,011	31,849

Source: Air Quality Group, AEA Technology

An audit carried out by the Sustainable Development Commission of the UK's Climate Change Programme endorsed the expected achievement of the UK's Kyoto Protocol target but concluded that without further measures, the UK will fall well short of its goal to reduce CO₂ emissions by 20% from 1990 levels by 2010. For example, they doubted whether a combined saving of 1.6MtC originally projected in the 10 Year Transport Plan and the Scottish Sustainable Distribution Plan would be achieved (revised down to between 1.1- 1.4 MtC for England alone in the 10 YTP Progress Report).⁵

The audit also suggested that carbon emissions from international aviation emanating from UK airports (which do not count towards the Kyoto Protocol target) could increase from 4.0MtC in 1990 to around 12.3MtC in 2010 and 18MtC in 2020 (compared to the DfT's own estimates of between 14-16 MtC)⁶. The importance of this is magnified because the impact of aviation on climate change goes beyond that of CO₂ due to a range of secondary factors and the specific effects of emissions released at altitude. These effects include increased tropospheric ozone, contrail (condensation trail) formation and stratospheric ozone depletion. Estimates used by the DfT suggest that this increases the impact by a factor of 2.7⁷. This is a measure of the importance of aircraft induced climate change other than from the release of CO₂.

The Government's Energy White Paper set out a strategy for putting the UK on a path towards a reduction in domestic CO₂ emissions of some 60% from current levels by about 2050. In the long-term this is likely to require a radical set of policies and options within transport involving maximum uptake of low carbon technologies such as biofuels, and/or fuel cells and hydrogen fuels. In the short-term, efforts must focus on improving the fuel efficiency (CO₂ reduction) of lorries, buses and, particularly, LDVs, with the possibility of

further voluntary agreements (or more formal regulation if these prove undeliverable) for the period beyond 2008.

Sustaining benefits of improved engine efficiency and better fuel consumption over the long-term will require more than the existing focus on technological improvements if the more challenging carbon targets set out in the Energy White Paper are to be achieved. The focus will need to broaden to include measures to address traffic growth, particularly in the most congested and polluted areas. Without these, there is a danger that the benefits associated with improved efficiency will be negated by traffic growth.

In summary, while progress against the 10 Year transport Plan objectives has been mixed, we can take heart from the fact that the Government's resolve to address the difficult issues facing transport appears to be firm. In reviewing the 10 Year Plan, the biggest challenge remains that of reducing the traffic intensity that accompanies economic growth. This requires a fundamental review of how we pay for our motoring, and active and urgent consideration of demand management measures to effectively and fairly control traffic congestion. At the same time, the social inclusion aspects of transport policy, specifically the provision of affordable alternatives to the car, must be addressed boldly as the Plan is rolled forward. Significant here will be a consideration for greater public subsidy for bus services.

¹ Lynn Sloman, Transport for Quality of Life (2003) Less Traffic where People Live: how local transport schemes can help cut traffic. Royal Commission for the Exhibition of 1851, University of Westminster and Transport 2000 Trust.

² RAC Foundation - Motoring towards 2050, May 2002.

³ Institute for Transport Studies, University of Leeds (1998) - Surface Transport Costs and Charges.

⁴ Progressive Politics, Policy Network 2003 2nd Edition.

⁵ UK Sustainable Development Commission, UK Climate Programme a Policy Audit (Feb 2003).

⁶ Aviation and the Environment, Using Economic Instruments, DfT, March 2003.

⁷ Aviation and the Global Atmosphere, Intergovernmental Panel on Climate Change, (1999).

3. AGENCIES AND GOVERNMENT STRUCTURES

Delivery of the 10 Year Transport Plan itself falls largely to three main agencies: the Highways Agency for the strategic road network; Local Government for the local road network, light rail and local transport; and the Strategic Rail Authority (SRA) for the heavy rail network. In reviewing the 10 YTP, the Government will clearly need to consider the relationship between these agencies. At the same time it must look at the integration between transport delivery and the emerging regional spatial strategies that are the responsibility of the Regional Planning Bodies. It will also need to keep up the pressure to make sure that all transport services meet the accessibility needs of existing and potential travellers (including older people and those who are disabled).

Strategic road network

The strategic road network is improved by the Highways Agency's targeted programme within the 10 Year Transport Plan including additional schemes arising from the recommendations of the various multi-modal studies. Just under half of the 10 YTP road widening target (by length) is already in the Highways Agency programme, with 9% completed. The programme also includes 11 major junction improvement schemes from an indicative target of 80. During 2003/04 there will be eight new schemes starting and nine being completed.

However, it is good to note that as well as new schemes, there are innovative demand management initiatives coming on stream in the near future, notably the first phase of active traffic management trials (including ramp metering) due to begin in late 2004 on the M42. These are welcome initiatives that, once proved, should be rolled out as quickly as possible to other parts of the network.

Local government

In terms of delivery, London has been a success story, with rising bus patronage and cycle usage as well as the successful introduction of the world's largest congestion charging scheme. The success of London has been at a significant financial cost that will need to be taken into consideration, both in developing

London's transport strategy further and in assessing what lessons can be applied in other urban areas more generally. In this respect, it is vital that revenue raised from local congestion charging continues to be hypothecated (it was pleasing to see Government recommitting to this policy in *Managing Our Roads*).

Against a national background of declining bus use, both York and Brighton have enjoyed increased bus use. The introduction of "park and ride" services in York has been particularly successful, contributing significantly to an 8% fall in inbound peak hour traffic flows. In addition, the development of a successful Quality Bus Partnership, working with the majority of bus operators in the city to create a network of 10 minute frequency services on all arterial routes, has seen a history of decline turned into 14% growth on these routes.

In Brighton, bus patronage has increased by approximately 50% over the last 10 years – growth that results from a partnership between the city council and the major bus operator.

Elsewhere, the picture is far less conclusive. Aside from some notable exceptions (such as Oxford and Cambridge), bus patronage continues to decline and, in spite of substantial investment in measures for pedestrians and cyclists, local authorities still have little confidence that this will lead to an increase in the use of these modes. CfIT research shows that nearly half of all local authorities are already falling behind in delivering their Local Transport Plans. Worryingly, over a third of authorities indicated that they used less than 90% of their available funds for transport for the year 2001/02.

A number of reasons are cited for the poor performance on Local Transport Plans:

- although there is now good capital funding for local authorities, they need more revenue
- local authorities have felt a lack of public government support when faced with a hostile reception to initiatives such as congestion charging. The short local electoral cycle militates against the adoption of controversial/politically risky initiatives
- a staff/skills shortage
- too great a focus on outputs such as numbers of bus stops rather than looking at outcomes such as reduced congestion levels

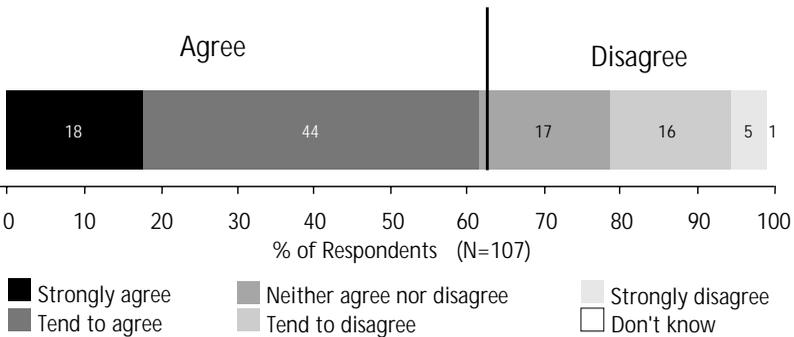
Nevertheless, the year-on-year increase in funding from central government to local authorities through the Local Transport Plan is welcome and should be sustained. Excluding London, funding has more than doubled in the last three

years from £746m in 2001/01 to £1,591m in 2003/04. In most cases, however, this has yet to be translated into better delivery at the local level. CfIT's survey of local authorities (published in March 2003) found that while 78% of local authority transport heads are now happy with the level of capital funding they receive through additional Government money, 62% are concerned that some of the cash is being diverted to education and social service budgets under new funding arrangements. CfIT is planning to look further at issues surrounding local government transport funding.

Diversion of Transport Funding

62 % say transport funds get diverted to other policy areas

Transport funds get diverted to other policy areas



The appropriate balance needs to be drawn between getting local authorities to deliver in relation to national targets and the desire to devolve responsibility for target and objective setting down to the local level.

Transport funding must be tied to the delivery of successful outcomes and in this context the Government's recent policy statement about new freedoms and flexibilities for top performing local authorities is a cause for concern. Under the new arrangements, local authorities classified *overall* as "excellent" by the Audit Commission (although not necessarily excellent in transport planning and delivery) would no longer need to prepare service plans to meet DfT's requirements, a Local Transport Plan or an Annual Progress Report. At the same time, current centrally driven processes do not always make it easy for local authorities to implement schemes by introducing such things as mandatory appraisal criteria for the assessment of major schemes, which add

to the local authority burden. And there is the ever present pressure to focus action and spending on more politically demanding – health and education – issues. Changing and improving transport at the local level takes political courage and determination. There is little to be gained in the long run from going for soft options that upset no one but deliver little.

Here it is worth stating that the introduction of demand management measures in areas beyond the Capital will not be easy. A number of conditions were in place in London that are lacking in other local authority areas. In London, the starting point is much less reliance on the private car to commute into London than in other urban areas; much denser and more co-ordinated provision of public transport (at least in the charging zone); a Mayor with powers to direct all public transport modes; longer intervals between mayoral elections in London than is commonly the case with other local authorities; and an independent Mayor who was personally determined and enjoyed a large political majority. As a result, the Mayor was in a position to be able to listen to his transport advisers rather than his political advisers.

The review of the 10 Year Transport Plan provides an opportunity to re-examine local transport funding mechanisms to ensure that they allow local authorities to plan and deliver sustainable programmes of work. Appropriate incentives are needed to ensure that authorities place the same importance on transport as an area of expenditure as does the Government. The Government should put in place a mechanism that rewards those authorities that set (and meet) demanding transport targets.

Rail

The forecast under the 10 Year Transport Plan that rail patronage would grow, was predicated partly on network upgrading and partly on improvements in service provision (journey times, punctuality, reliability etc). It has become clear since Hatfield that these improvements will take longer and be more costly to secure. Indeed, the 2003 SRA Strategic Plan recognised the difficulty facing the industry in that although the target remains at 50% growth in passenger kilometres by the end of the 10 YTP period, the SRA's current forecast is for something between 25-35% growth.

Cost escalation is a major threat to continuing investment in the rail system. The industry will have to look afresh at how it operates and bring costs under control if it is to compete for public funds and to attract private investment for improvements in the future. The cost of operation,

maintenance and renewals expenditure for the railways has been calculated by Network Rail to be £25bn – almost £3bn more than the amount forecast by the Rail Regulator at the last periodic review. The success of Network Rail will be determined by how well it gets to grips with delivering the maintenance of the rail network while reducing costs. A daunting challenge and one to which it has yet to prove equal.

Despite generally negative media coverage for the railways, the passenger experience is more balanced. The latest figures from the National Passenger Survey indicate that 73% of passengers are either satisfied or very satisfied with their rail service and satisfaction with punctuality and reliability of services has risen to 69% (up 5%). In terms of redevelopment, during 2002 work was completed at both Leeds and Manchester Piccadilly stations, which now enjoy state-of-the-art information systems. The last year has also seen the introduction of new rolling stock on the c2c London to Southend line, and on Virgin Cross Country and West Coast Main Line services. Since the introduction of the new trains, the c2c passenger satisfaction rating has gone up by 50%, while passenger numbers on Virgin Cross Country services have increased by 40%. These are welcome initiatives, but much more needs to be done. Service quality overall in the rail industry is below the expectations of the 10 Year Transport Plan and needs urgent attention.

The SRA and the Government's are right to focus on getting the existing network and services up to scratch, and in driving efficiency up and costs down. However, in the longer term there are areas of the transport market in which rail has the advantage over other modes and therefore has a very bright future. With this in mind, CfIT is examining the economic, social and environmental case for purpose built high-speed rail lines in the UK to connect our main cities.

Rail is particularly good at catering for high speed inter-city travel and at delivering radial commuting to our larger cities (particularly London). It is essential that these services are enhanced and reinforced, both through investment in upgraded infrastructure and services, and in their better integration into the wider transport networks. Growth in rail patronage will largely come about from investment in network capacity (coupled with investment in rolling stock and more astute marketing of off-peak services). Money for investment can only come from one of two sources; the public purse or fares. Even in the areas where rail has an advantage, the rail industry will have to face the difficult issue of what to do about rail fares.

Passengers, rightly, are reluctant to pay higher fares, when the quality of the service they receive is not to an acceptable standard. Yet it will be difficult if not impossible to convince the Treasury and private sector financiers that investment in the industry represents value for money. This circle has, somehow, to be squared.

Facilitating interchange at key nodes (with cars, Light Rapid Transit (LRT) and bus services, cycling and walking) has a significant role in making the most of rail's strengths and in maximising its contribution to wider transport policies. The Merseytravel initiative to take over management of the local rail franchises through a 25 year, £3.6bn contract is an encouraging step in the right direction, allowing a more holistic approach to integration across the modes.

In other urban areas, consideration should be given (and research undertaken as necessary) to the conversion of the heavy rail corridors either to joint running with LRT or for use as dedicated links in LRT networks. The Sunderland Metro project involved the upgrade of 14km of heavy rail infrastructure for joint running of passenger, freight and light rail between Newcastle and Sunderland, as well as 4km of new-build light railway between Sunderland and South Hylton. Such innovative thinking is needed across the country.

In rural areas, it is encouraging to see community rail partnerships (CRP) succeed in developing local rail services. For example, passenger ridership on the Sudbury branch, promoted by the Essex and South Suffolk CRP, has increased by 76% since 1995/6. On Anglia's Bittern Line, passenger numbers have grown by 120% over the same period. Such initiatives need sufficient support to assess their long-term potential to provide improved rural access, and to deal with rural social exclusion.

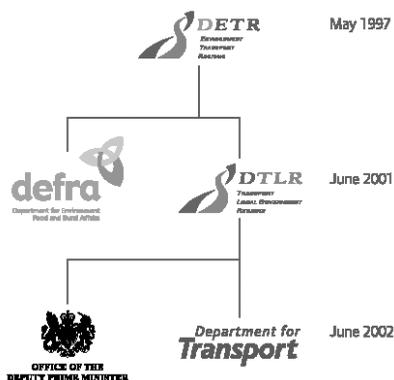
Rail freight enjoyed growth of approximately 50% between 1994 and 2001. Were this trend to be continued through to 2010, rail freight would achieve growth of almost 53%. However, even this would be well below target and there are reasons to suggest that this trend may not continue. Growth in recent years has been primarily in carrying coal (through moving it over greater distances), with some additional growth in construction materials. These are not the sectors on which an 80% growth in rail freight can be sustained, nor do they necessarily meet the objective of removing freight traffic from the road system.

As an absolute prerequisite of continuing investment in the rail industry, cost escalation has to be brought under control and the public must receive

better value for money for its investment. But there are areas of the transport market where rail has the advantage over other modes and here it has a bright future. In planning for the longer term, this is where the policy focus should be concentrated.

Government structures

Since the ITWP was published, the responsibilities for land use planning, transport, the environment and local government functions have been split between three Government departments - Department for Transport, Office of the Deputy Prime Minister (ODPM) and Department for the Environment Food and Rural Affairs (DEFRA). There are benefits to be had from one department with a clear focus on transport delivery (DfT). However, transport's much wider role in delivering cross-Government objectives demands that it should not be confined by the narrow focus of the past, and be seen solely as an infrastructure provider.



The introduction to the 1998 DETR Annual Report stated, "In bringing together the former Department of the Environment and Department of Transport, we are seeking to ensure greater coherence and a more integrated approach to policy on the environment, transport and regional affairs. I cannot stress how much importance I attach to securing integration between the policies, services and functions of the two former Departments." The ODPM Select Committee said in its 2002 Annual Report that since the separation of the former DETR in 2001/02 "there has been a loss of coherence between transport, planning, housing, regeneration and environmental policy". These concerns remain.

The relationship between implementation of land-use policies (particularly the location of traffic-generating activities and services) and transport policy needs to be symbiotic rather than service-led, as it has been in the past and still is frequently today. The transport consequences of land-use planning decisions (and wider public policies in areas such as health and education) can no longer be an afterthought: proactive planning is fundamental to delivering the White Paper objectives.

The recent White Paper on Sustainable Communities is a clear example of a policy that can be achieved only with the assistance of transport infrastructure and services planned in advance (probably delivered up front, albeit as part of a wider package of measures); and through focusing resources on providing sustainable access to key services within areas of growth. This will require assessment of transport options against wider outcomes than has happened in the past.

The primary impact of transport infrastructure provision and service improvement as currently assessed is on time savings for travellers (alongside safety benefits). This is understandable given that they are the primary impacts of enhancement. However, what is important, given the diverse range of outcomes intended by the integrated transport policy, is how these time savings are used by travellers and what actual benefits - economic, social or environmental - flow from such behavioural changes. If, for example, time savings are used only to facilitate longer journeys to carry out the same activities, where is the added value in terms of the economy, or for social inclusion? In fact such a response (and there have been indications over the last few years that this is a significant response to some improved transport links) is likely to lead to more car dependency and higher levels of social exclusion.

In addition to economic indicators, decision-makers need better information to hand about the impact of investment options on quality of life indicators (access to essential services for the socially excluded; health; the proportion of trips that can be served effectively by public transport, cycling and walking; urban renewal and regeneration; housing densities; re-use of brownfield land etc). Currently, two pieces of legislation are passing (or have recently passed) through Parliament, the Planning and Compulsory Purchase Bill and the Regional Assemblies (Preparations) Bill (now law). The former has particular relevance for integrated transport. It proposes a change to the current planning system by removing county structure plans, leaving the

Regional Spatial Strategy (including the Regional Transport Strategy) as the only overarching statement that links land use and transport at the regional/sub-regional level. This proposed breaking of the link between transport and land-use planning is a matter of concern, as there is a clear need for these two planning functions to be kept together at the strategic level. There are questions, however, over the ability of Regional Assemblies to influence transport delivery at the local level that will also need to be resolved.

The benefits of a strong role for regional transport planning, with sufficient leverage to ensure delivery, are set out within CfIT's European Best Practice Report.⁸ Case studies undertaken as part of the research showed that in Germany for example, the Lander system has a strong influence on the quality and co-ordination of public transport. In addition, work undertaken for CfIT on the organisation, planning and delivery of transport at the regional level⁹ showed that the greater emphasis on the regional tier of government in other European countries delivers significant benefits.

The 10 Year Transport Plan contained a number of Public Service Agreements (PSAs) set in the context of the Government's spending review in 2000. These agreements state what people could expect public services to deliver. The creation of DETR was positive in terms of the integration of transport, planning and land use and was integral to the development of the ITWP and delivery of its objectives. Since the break up of DETR, a key component in the ability of Government to join up its policies has been lost, and there is a danger that individual departments will become less coordinated. In order to address this, a review of the current departmental PSA targets is needed to ensure that they are widely based enough to deliver cross-cutting objectives.

A strong role for regional transport planning remains essential to bridge the gap between the national strategic planning and delivery at the local level.

4. CONCLUSIONS

So what conclusions can we draw from all this and what levers can be pulled to speed up the pace of change? We should not forget that in some areas we lead the rest. Our road safety record is, rightly, the envy of the world and Government has set itself challenging targets for further reductions. Overall they are on track to achieve the improvements, but for vulnerable road users the picture is not so positive – casualty rates are still too high. And there is a worry that the number of fatalities may have reached a plateau.

In London we have seen the successful introduction of the world's largest urban congestion charging scheme. Politicians the world over are looking enviously to see if they can follow suit.

On the buses, growth looks as though it will achieve the levels set, and London and some notable urban areas are leading the way with innovative thinking on bus policy and impressive passenger growth as a result. A way must be found to encourage the rest to follow. The average age of the bus fleet is down to just over 8 years – dispelling the myth of the dirty smokey bus, belching fumes. And bus accessibility indicators suggest that we are on track to hit the target of 50% of the fleet being fully accessible by 2010.

We have also seen the opening of the country's first tolled motorway, the M6 Toll, and Government establishing a feasibility study to look into road charging.

Turning to air quality, on both greenhouse gases and air quality we are on track to meet the Government's targets

However, despite this and all the steps that Government has taken, we still face escalating rail infrastructure costs, unacceptable rail delays attributable to the failing infrastructure, worsening congestion on our roads, a growing imbalance of falling motoring costs and rising public transport fares, coupled with timid local authorities scared of taking tough decisions because of the fear of political fallout.

Turning that around is going to require determined action across central and local government and the transport sector. Without it, the many good initiatives that are in place will not have maximum impact and the extra funding going into transport will not be spent in the most effective way.

Let's start with the railways. At the heart of all our problems is the failing rail infrastructure. Network Rail knows it has to get control of its costs. It has already resolved the issue of its suppliers by undertaking maintenance work in-house. It now needs to give more authority and resourcing to its zonal directors. Then we need to see closer co-operation between Network Rail and the train operators themselves – breaking down the artificial barriers that privatisation has created. It has started – with joint boards and control rooms for example – but we need to see much more. Infrastructure work itself needs to be prioritised to deliver the maximum result for the greatest number of passengers.

As for operators, there are too many of them and they trip over each other on the more congested routes. The SRA is absolutely right to introduce consolidation on routes to major termini and to strip out the overload services that are putting such strain on the infrastructure.

But we need to see more strategic thinking. Recovery is the immediate goal but we need to be simultaneously planning the shape of the railways for a generation ahead. High speed links, creating extra capacity, building our way out of bottlenecks, opening up new markets, taking cars off the road – all these issues are crucial for the future. Planning needs to begin now.

On the roads, we need to be preparing the ground to ease the introduction of paying for driving at the point of use. The alternative is ever worsening congestion. The public and the motoring lobby need to be brought along. The case is strong and it needs to be put forcefully. Motorists need to be left in no doubt that unless they wake up to the reality that the traffic congestion they have now is as nothing compared with what would be to come if this nettle is not grasped. London leads the world in tackling traffic congestion. Other congested and economically buoyant cities need to follow, and the Government needs to be giving a public lead to support and encourage local politicians to be radical.

Motorists need to be offered some attractive alternatives to the car – so that perhaps they start their journey by car if it is from a place that public transport cannot effectively serve, but then switch to rail at a parkway station or a bus at a park and ride site. Initiatives like this are popular and practical – and we do not have nearly enough of them.

The easiest, cheapest and quickest wins in transport are in local transport – delivering both bus growth and social inclusion benefits. Delivery is tantalisingly close. We just need a combination of factors for success. First, the

Department for Transport must set tough targets for local authorities and be ruthless in shifting resources away from authorities that fail to deliver.

Second, local authority politicians must display more leadership. It is no good ducking the tough decisions as many do now – putting off bus priority measures, pedestrianisation, tough parking controls and even congestion charging – because those are the very measures that deliver most results.

Bus services need more public support if they are to grow and thrive. Fares are rising at a time when motoring costs are falling – not a recipe for public transport growth, particularly when our bus passengers have the least public subsidy of any country in Europe.

These measures, taken together, will help ensure the Government's 10 Year Programme for transport really does make a difference not only to our travelling experience, but to our whole quality of life. Surely a prize worth striving for.

APPENDIX: PROGRESS AGAINST 10 YEAR PLAN TARGETS AND INDICATORS

Public Service Agreement Targets (Spending Review 2002)			
	On track?	Comment	Source
Road	No		
Reduce congestion on the inter-urban trunk road network and in large urban areas in England below 2000 levels by 2010.		At present only baseline data are available for congestion, so it is not possible to assess changes so far; however, DfT has recognised that the original target is not achievable. The baseline figure for average time lost per vehicle kilometre on interurban trunk roads is 3.2 seconds.	DfT Progress Report
Rail	No		
Secure improvements in rail punctuality and reliability with 50% increase in rail use in Great Britain from 2000 levels by 2010.		There was a decline of 3.4% in rail punctuality and reliability between 2000 and 2002. Figures for Q1, 2003 show a 5.5% increase on Q1, 2001, but a decline of 0.5% on Q1, 2002. Rail use (in passenger kilometres) increased by 1.0% between 2000 and 2002. Passenger kms for Q4 of 2002 were 10.2% higher than the previous year.	National Rail Trends
Local Public Transport	~		
Secure improvements to the accessibility, punctuality and reliability of local public transport (bus and light rail) with an increase in use of more than 12% by 2010 compared with 2000 levels.		Local bus passenger journeys increased by 1% between 2000/2001 and 2001/2002 and light rail journeys increased by 6.5%. Note that the 1% increase in bus use includes a 6% increase in London, which represents one third of all bus passenger trips in the UK. This masks a general decline in the metropolitan areas and shire counties and raises questions about whether the high cost of service enhancement in London can be maintained.	A Bulletin of Public Transport Statistics

LU Journey Times	Yes		
Cut journey times on London Underground services by increasing capacity and reducing delays.		LU journey times have reduced by 1% since 2000.	www.tfl.gov.uk
Road Accidents	Yes		
Reduce the number of people killed or seriously injured in Great Britain in road accidents by 40%, and the number of children killed or seriously injured by 50%, by 2010 compared with the average for 1994-1998, tackling the significantly higher incidence in disadvantaged communities.		Number of people killed or seriously injured has fallen sharply: in 2002 it was 17 per cent below the baseline, compared to the 2010 target of 40 per cent. Number of children killed or seriously injured fell sharply: in 2000 it was 24 per cent below the baseline, compared to the 2010 target of 50 per cent. The 2002 data is 32% below the baseline. Overall, both accident rate targets are well on course for being achieved.	Road Casualties in Great Britain
Air Quality	Yes		
Improve air quality by meeting National Air Quality Strategy objectives for carbon monoxide, lead, nitrogen dioxide, particles, sulphur dioxide, benzene and 1, 2- butadiene (Joint DfT/Defra target).		Targets in the national Air Quality Strategy were made more stringent in August 2002, but air quality "continues to improve". The provisional result for 2002 is the second lowest in 15 years.	www.defra.gov.uk
Greenhouse Gases	Yes		
Reduce greenhouse gas emissions by 12.5% from 1990 levels, and move towards a 20% reduction in total CO ₂ by 2010.		Greenhouse gases fell by 13.2% between 1990 and 2000. Carbon Dioxide levels for 2001 are provisionally estimated at 6% lower than 1990, although 1.5% higher than 2000 (mainly due to increased use of coal in power stations). This is a Defra target.	www.defra.gov.uk

Other 10 Year Plan Targets & Indicators¹

	On track?	Comment	Source
Rail Freight	No		
Increase rail freight's share of the freight market by 2010, increasing the current level of freight carried by 80%.		Levels of freight carried by rail increased by 3.3% in 2002 compared with 2000, but freight carried in Q1, 2003 is the same as that for Q1, 2001.	National Rail Trends

Cycling Trips By 2010, triple the number of cycling trips compared with a 2000 base.	No	Levels of cycling fell in 2001 by 17% compared with 2000. However, cycling on the London Strategic road network increased in the last year.	National Travel Survey
Rural Accessibility Achieve a one-third increase in the proportion of households in rural areas within about 10 minutes walk of an hourly or better bus service by 2010.	Yes	Access to community transport has increased, by about 55% between 2000 and 2001.	National Travel Survey
Bus Reliability CPT members will work towards a target that requires them to run 99.5% of scheduled mileage, except where this is affected by factors beyond their control.	No	This target was not met. The percentage of bus schedules lost in Q4 2002 was 2.0% for England.	Bus Quality Indicators
Bus Fleet Reduce the average age of buses to eight years over the period of the plan.	Yes	In 2002, the average age was 8.2 years, a significant reduction since 1994 when it was 9.9 years. Whilst the target has not yet been reached, it appears to be on track.	Bus Quality Indicators
Bus Accessibility 50% of the full-size bus fleet to be fully accessible by 2010.	Yes	A new indicator was introduced in April 2002 that requires 50% of the full-size bus fleet to be fully accessible by 2010. The first monitoring shows that 29% of the fleet was accessible.	Bulletin of Public Transport Statistics
London Rail Overcrowding Reduce to meet SRA standards by 2010.	Yes	Overcrowding on commuter services to London decreased in 2001 from 5.1% to 5.0%.	SRA Annual Report
Maintain Strategic Road Network 10YP target: proportion of network in need of maintenance between 7 and 8%.	Yes	The 2001 figures show that 7.5% of the strategic road network is in need of maintenance, compared to 7.1% the previous year.	Highways Agency

Halt the Deterioration of Local Roads Halt deterioration by 2004 and halt the backlog by the end of 2010.	Yes	There was a 2.5% improvement (fall) in the local road defect index in 2002 compared to 2000.	National Road Maintenance Condition Survey
Bus Passenger Information Improved services.	Yes	A new target was introduced in April 2002 that requires the bus industry to achieve year-on-year improvements in information at bus stops. The average satisfaction rating for Bus Stop Information has increased by 2% between Q4, 2001 and Q4, 2002.	Bus Quality Indicators

1: Targets and indicators are set out in Annex 2 of the 10 Year Plan.